



**CITY-REGION STUDIES CENTRE**

## **Governance at the Crossroads**

### **Motivating Cooperation within Alberta's Capital City-Region**

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## Outline

1. Introduction
2. An Emerging Policy Framework
3. International Case Studies in Regional Governance
4. Regional Governance Implementation in the Alberta Capital Region



## Introduction





## Need for a Regional Approach

<b>Growth Pressure</b> – meeting infrastructure demands	<b>Common Interests</b> – environmental, social, tourism
<b>Planning Uncoordinated</b> – gaps and conflicts	<b>Interconnectedness of the region</b>

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## History of lack of cooperation in the region and a failure to develop a sustainable regional cooperation mechanism.

1963	Edmonton Regional Planning Commission
1981	Edmonton Metropolitan Planning Commission
1995	Municipal Government Act amended
1997	Capital Region Forum /Alberta Capital Region Alliance
<b>2007</b>	<b>Capital Region Integrated Growth Management Plan</b>
<b>2008</b>	<b>Capital Region Board</b>

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## **An Emerging Policy Framework**

Understanding the development of regional governance



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## **An Emerging Policy Framework**

(Understanding the development of regional governance)

Proposed here is a model of regional governance that is powerful by virtue of its simplicity, and useful in so far as it reflects the real historical processes and concerns necessary to determine the construction of regional governance models.



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**This work draws upon many studies, including:**

Knight et al., 2007. Regional Governance Models: an exploration of structures and critical practices. A Report prepared for AB Municipal Affairs, Edmonton, AB., Canada



Knight, D and T. Harfield. 2008. Regional Governance Explored: a review of the Edmonton Capital Region. Annual International Symposium. UTA SUPA.

Sancton, A. 2009. Metropolitan Governance in Canada. Forthcoming.

Slack, E. 2007. Managing the Coordination of Service Delivery in Metropolitan Cities: The Role of Metropolitan Governance. World Bank.

Smith, P.J. 2009. Even Greater Vancouver: Metropolitan Morphing in Canada's 3rd Largest City Region. Forthcoming.

Whelan, R.K. 2009. New Orleans: Land of Dreams Metropolitan Governance after Hurricane Katrina. Forthcoming.





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**An Emerging Policy Framework**  
(Understanding the development of regional governance)

<p><b><i>Descriptive</i></b></p> <p>developed by appeal to the histories of the development of regional governance structures, is one that has emerged organically, and so is one that can provide a strong foundation for understanding how such structures arise and function.</p>	<p><b><i>Prescriptive</i></b></p> <p>ideal typical, and so allows for an identification of points of dysfunction within a given system, and a framework for developing regional bodies that would reveal possible process gaps, and so allow for their considered and smooth development.</p>
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## An Emerging Policy Framework

(Understanding the development of regional governance)

```
graph LR; A[Pre-existing conditions] --> B[Needs Assessment  
(for what purpose?)]; B --> C[Governance Formation  
(how, who, where, what?)]; C --> D[Outcomes]
```




## An Emerging Policy Framework

(Understanding the development of regional governance)

**Pre-existing conditions**





## Pre-existing Conditions

<p><b>Inequalities</b></p> <ul style="list-style-type: none"> <li>• Revenue sources/ tax-base differentials</li> <li>• Costs due to population heterogeneity and dispersal</li> </ul>	<p><b>Political Identity</b></p> <ul style="list-style-type: none"> <li>• Lack of regional socio-cultural identity or the existence of same</li> <li>• Free-spiritedness/ aversion to planning</li> <li>• Local corruption</li> </ul>
<p><b>Fragmentation</b></p> <ul style="list-style-type: none"> <li>• Uneven growth/ growth pressures</li> <li>• Land-use planning conflicts</li> <li>• Urban/ rural differentiation</li> <li>• Competitiveness / value of public choice</li> </ul>	<p><b>Catalysts</b></p> <ul style="list-style-type: none"> <li>• Rapid growth or decline</li> <li>• Scarcity or abundance of resources</li> <li>• Call for reform</li> <li>• Change in political party/ value systems/ leaders</li> </ul>




## An Emerging Policy Framework

(Understanding the development of regional governance)

**Needs Assessment**  
*(for what purpose?)*





## Needs Assessment (Purpose / Motivations)

Are there problems to be solved?

Who owns the problem: local, regional, provincial/state, national?


What kinds of problems are there?

**Rationality**

- Efficiencies/ effectiveness
- Environmental protection
- Equities
- Advocacy

**Politically Constructed**


- Reform
- Reorganization
- Reshaping of power



## Types of Motivation

### Extrinsic

1. Policy and Program Decisions from higher levels of Government
  - a) Incentives
    - Financial (i.e. Full payment options, Shared payment, Tax sharing)
  - b) Rewards
    - Debt removal
    - Further considerations
  - c) Mandates
    - Legislated responsibilities



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## Types of Motivation

**Extrinsic**

2. **Local government/ municipal policy options**
  - Amalgamations/ annexations vs Regional Governance
  - Cooperation vs competition
  - Sustainability – Economic Development
  - Global competition/ Globalization





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## Types of Motivation

**Intrinsic**

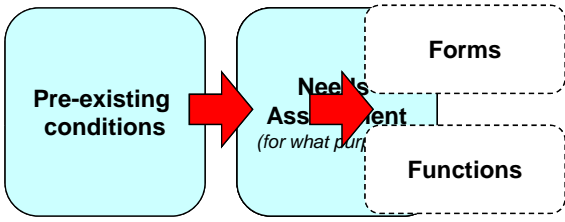
1. **Efficiencies, effectiveness**
2. **Environmental protection**
3. **Equalities – social, fiscal**
4. **Advocacy**






## An Emerging Policy Framework


(Understanding the development of regional governance)



```

graph LR
    A[Pre-existing conditions] --> B[Needs Assessment  
(for what purpose?)]
    B --> C[Forms]
    B --> D[Functions]
    
```






## Forms of Regional Governance

**From Voluntary**

- Participation by local municipalities in a regional board, council or alliance
- Power and authority established by members

**To Mandatory**

- National or State Government legislated and controlled; authority prescribed
- Limited regional autonomy; authorized to implement state directions
- Regional autonomy; authorized to plan and implement
- May or may not include mandatory participation of all municipalities





## Forms of Regional Governance

**From Single purpose Boards or Commissions**

- Specialized to the service
- Multiple boards within region
- Potentially differing cooperative mechanisms for each board

**To Multi-purpose boards**


- Comprehensive services under one board
- From services to planning




## Functions of Regional Governance

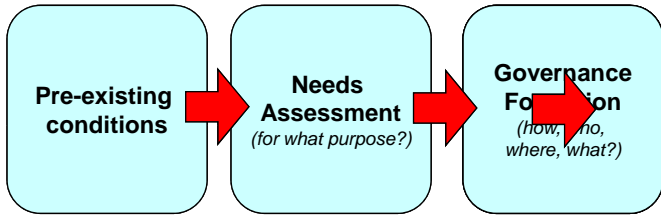
<p><b>Operational Services</b></p> <ul style="list-style-type: none"> <li>• Power Utilities</li> <li>• Solid and Water Waste management</li> <li>• Water and water-shed management</li> <li>• Air-shed management</li> <li>• Emergency services- fire, EMS, police</li> <li>• Health, Education, Social Services</li> <li>• By-law enforcement</li> <li>• Transportation</li> </ul>	<p><b>Planning Services</b></p> <ul style="list-style-type: none"> <li>• Land-use management</li> <li>• Transportation and transit</li> <li>• Economic development</li> <li>• Social planning</li> <li>• Environmental protection</li> <li>• (R)GIS</li> </ul>
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## An Emerging Policy Framework

(Understanding the development of regional governance)



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## Outcomes/ Consequences of Regional Governance

- Expected and/or Desired
- Unexpected and/or Undesirable

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### Potential Outcomes

- Municipal reform
- Political/ economic stability
- Sustainable Communities
- Reshaping of Power-bases
- Democratic reform




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### Unexpected? Undesirable?


- Democratic deficiency?
- Bureaucratic and regulatory paralysis?
- Increased costs?
- Stalemates and inaction?
- Increased conflict?






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## International Governance Models: A Comparative Case-Study Approach



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## International Governance Models

### Methodology

1. **Multiple case study comparison with a process of triangulation**
2. **12 international cities that closely resemble the demographic make-up of the Edmonton city-region**
  - A. **United States** (San Antonio, Tucson, Albuquerque, Jacksonville, Colorado Springs, Wichita)
  - B. **International** (Amsterdam, Berlin, Glasgow, Liverpool, Melbourne, Perth)



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## International Governance Models

Major Findings

*It is not the governance structure or mechanisms that make a city-region work; it is the presence of functional inter-relationships, leadership, motivation, and a sense of the importance of regional synergies and systems thinking.*



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## International Governance Models

Critical Practices in Governance Structures

- Service Provision
- Cooperative Mechanisms
- Decision-Making Mechanisms



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## International Governance Models

### Service Provision

- 1. Planning**
  - E.g., land-use, transportation, housing
- 2. Social Services**
  - E.g., seniors, youth, low-income, persons with disabilities
- 3. Technical Services**
  - E.g., emergency response, police
- 4. Infrastructure**
  - E.g., waste management, water, utilities



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## International Governance Models

### Service Provision

- 1. Multiple Service Areas**
- 2. Single Service Areas**
- 3. Municipalities as Advocates**






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## International Governance Models

### Service Provision -- Scope

1. **Single purpose boards**
  - Specialized to the service
  - Multiple boards within region
  - Potentially differing cooperative mechanisms for each board
2. **Multi-purpose boards**
  - Comprehensive services under one board
3. **Municipalities as Advocates**

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## International Governance Models


### Cooperative Mechanisms


#### From Voluntary

- Participation by local municipalities in a regional board, council or alliance
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## International Governance Models


### Cooperative Mechanisms

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## International Governance Models

### Decision-making mechanisms and dispute resolution

- 1. Board of Directors**
  - Multiple stakeholders (public, private; profit, not-for-profit)
  - Responsive to voice (equality and justice)
- 2. Business Model**
  - Negotiated partnerships and cooperatives
- 3. Provincially Guided**
  - Centralized direction and authority (focus on implementation)
- 4. Regional Entity**
  - Legislated authority (focus on services)


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## International Governance Models

### Voting Mechanisms

1. One municipality, one vote
2. Representation by population (weighted votes)
3. Consensus
4. Majority / Double Majority
5. Combinations



## International Governance Models

### Options for the Alberta Capital City-Region

A menu of Options:

- Service Provision
- Cooperative Mechanisms
- Decision-Making Mechanisms



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## **International Governance Models**

**Options for the Alberta Capital City-Region**

**Lessons Learned**

*It is not the governance structure itself that makes a region work; it is the presence of functional inter-relationships, leadership, motivation, and a sense of the importance of regional synergies and systems thinking.*


*Regional collaboration is a culture building exercise.*



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## **Regional governance implementation in the Alberta Capital Region**

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## Alberta Capital City-Region Model Implementation

### Outcomes


- Creation of a regional board: *the Capital Region Board*
- Authority for the Board set out in legislation (currently being drafted)
- Board works on areas that are regional in scope, sub-regional activities will fall outside the board mandate





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## Alberta Capital City-Region Model Implementation

1. **Participation**
  - **Mandatory participation** of 25 municipalities (Alberta retains authority to allow additional municipalities to opt in)
2. **Scope**
  - **Multi-purpose board** with authority to make binding decisions concerning 3 key matters included in its mandate: land-use planning, inter-municipal transit, GIS







## Alberta Capital City-Region Model Implementation

3. **Service Provision**

**Critical Mandate:** regional land-use planning

**Priority Mandates:** inter-municipal transit, development of regional geographic planning information system, strategic planning for regional affordable housing requirements

**Secondary Priorities:** solid waste management, water management, policing, emergency services, social services, recreation, economic development


## Alberta Capital City-Region Model Implementation


4. **Decision-Making**

- **Provincially guided board of directors**, with provincial representative(s) appointed by Premier providing oversight on tasks and timelines, but in an *ex-officio* (non-voting) capacity

5. **Voting-Mechanism**

- Obligation to reach consensus in a specific timeframe or;
- For a motion to pass, 17 out of 25 municipalities representing at least 75% of the regional population







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